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PROGRESS REPORT ON THE PREPARATION OF THE PROGRAMME FOR THE SECOND UNITED NATIONS TRANSPORT AND COMMUNICATIONS DECADE IN AFRICA

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I. INTRODUCTION

1. The preparatory activities for the second United Nations Transport and Communications Decade in Africa (UNTACDA II) were set in motion by the decision taken by the Conference of African Ministers of Transport, Communications and Planning at its sixth meeting in Kinshasa, Zaire, in March 1988 when it passed resolution ECA/UNTACDA/Res.88/79 calling for the second Decade programme. This decision was based on the evaluation results of the first Decade programme which pointed out that one of the major shortcomings of that programme had been inadequate planning and designing of the programme, including lack of criteria and mechanisms to prioritize and assess the projects. Thus, the following preparatory activities were undertaken during 1989, culminating in the approval, by the Conference of Ministers at its seventh meeting held in Tangiers, Morocco in November 1989, of the objectives, strategies and guidelines for the preparation and implementation of the programme.

II. ACTIVITIES OF THE INTER-AGENCY CO-ORDINATING COMMITTEE

2. The Inter-agency Co-ordinating Committee (IACC) of UNTACDA held three meetings during the year in order to prepare the programme of UNTACDA II.

3. The twelfth meeting of the IACC was held from 14 to 17 March 1989. The meeting thoroughly examined the proposals made by ECA and, after several improvements, created two committees to draft the objectives and strategy of UNTACDA II, and the guidelines for the preparation of the UNTACDA II programme. At its close, the meeting decided that it would be necessary for each participant to take these two draft documents back to his/her organization for a thorough analysis of the issues involved. Any changes in the draft documents that might result from these internal discussions were to be forwarded to ECA for inclusion in the revised draft document on UNTACDA II.

4. In view of the complexity of the issues involved in the preparation of the programme, the IACC created two sub-committees, in accordance with the recommendations of the Ministers, namely the Resource Mobilization Committee (RMC) which is composed of OAU, ADB, UNDP, World Bank, EEC and ECA, and the Steering Committee on Criteria for the Selection of Projects. The two committees were requested to meet and submit their reports to the thirteenth meeting of the IACC scheduled for June 1989.

5. The thirteenth meeting which was held from 29 to 30 June 1989 considered the reports of the two sub-committees that it had created during the previous meeting, namely the Committee on Criteria and the Resource Mobilization Committee, in addition to the document on objectives, strategies, and guidelines which had been revised on the basis of written comments received from some members of the IACC.

6. The outcome of this meeting was a further refinement of the strategies and guidelines, which incorporated the terms of reference drafted by the Resource Mobilization Committee. As regards the report of the Ad hoc Committee on Criteria, the meeting decided to expand its membership [illegible] work up to November 1989. It was also decided at this meeting that the fourteenth meeting of the IACC would be held in Tangiers, prior to the seventh meeting of the Conference of Ministers in order to finalize other aspects of the strategies and guidelines for preparation and implementation of the programme.

7. The ESC held its first meeting in June 1989 to formulate and submit its draft terms of reference to the thirteenth meeting of the IACC for consideration. The African Development Bank also accepted the responsibility of chairmanship of the ESC. At its second meeting which took place in early November prior to the fourteenth meeting of the IACC the ESC drew up its action plan for the preparatory period as well as for the implementation phase of the programme.

8. An important part of the guidelines for the preparation of the programme is the clear definition of criteria for the purpose, on the one hand, of serving as directives for all concerned in initiating projects and on the other as a reference tool for the lead agency by which it would ensure that projects submitted for inclusion in the programme conform to the global objectives and strategies of the decade. The Committee on Criteria also met prior to the fourteenth meeting of the IACC in November 1989 and presented the criteria for the needs of the IACC for consideration and recommendation to the Conference of Ministers for adoption.

9. It was also felt that since the IACC is composed of agencies which are deeply involved in the field of transport and communications in Africa it would be useful to solicit other independent points of view regarding the programme. Thus a workshop on the problems of development in African transport and communications systems was organized by ECA from 21 to 25 September 1989 at which high-level experts in the field consisting of practitioners as well as academics both from within and outside Africa participated. The workshop was designed to solicit independent (that is non-governmental and non-IACC) opinions on the development issues. The recommendations of the workshop were submitted to the fourteenth meeting of the IACC.

10. The IACC subsequently held its fourteenth meeting in November 1989 in Tangiers in order to finalize the proposed objectives, strategies and guidelines for UNTACDA II before submitting it to the 7th meeting of the Conference of Ministers for approval. In particular the following sections were further elaborated: definition of criteria for selection of projects, the activities of the ESC, the composition and activities of various working groups which have been set up to prepare the programme, time-table for the preparation of UNTACDA II and the mechanism for the establishment of national co-ordinating committees as well as their role in the preparation and implementation of the Decade programme by each member State.

III. KEY ELEMENTS OF THE PROGRAMME OF UNTACDA II

11. The key elements of the programme preparation which were approved by the Ministers in Tangiers are summarized in the subsequent section. The detailed programme is contained in document entitled E/ECA/IACC/TRANSCOM/17 Rev.1 of 9 November 1989 (UNTACDA II - Objectives, Strategies and Guidelines).

A. Goal and objectives

12. A total of 10 global objectives are defined around the overall goal of the programme. These global objectives are further specified for each sub-sector as appropriate. The goal and global objectives are as follows:

(a) Goal

13. The goal of the Decade programme is to establish an efficient integrated transport and communications system as a basis for the economic integration of Africa

and to facilitate national and international traffic, so as to foster trade and the achievement of self-sustaining economic development envisaged in the Lagos Plan of Action (1980) and subsequent African regional and subregional economic restructuring and development programmes.

(b) Global objectives

14. Objective 1: Implementation of phased and sustained programme of development and management of transport and communications infrastructure taking particularly into account the needs and requirements of young and land-locked countries.

15. Objective 2: Rehabilitation, upgrading and maintenance of the most critical elements of the existing infrastructure and equipment so as to improve their efficiency and capacity utilization, as well as prolong their economic life.

16. Objective 3: Improvement of human resources planning, development and utilization in order to enhance the quality and availability of manpower at all levels for efficient management and operations of transport and communications systems.

17. Objective 4: Improvement of operational efficiency, quality and reliability of service in transport and communications sectors by implementing appropriate policies and administrative measures that will increase their cost-effectiveness, productivity and profitability, while at the same time ensuring social and economic development.

18. Objective 5: Establishment of information systems on transport and communications as a basis for planning and sound management and promotion of investments.

19. Objective 6: Development of manufacturing capabilities in order to cope with the rapid changes in technology and evolution in the transport and communications market and to reduce national requirements for foreign exchange for the procurement of spare parts, components and equipment.

20. Objective 7: Improvement of transport safety and security as well as the strengthening of transport-related environmental protection measures.

21. Objective 8: Improvement of transport and communications in rural areas where the majority of the population lives and where the greatest potential of economic production takes place.

22. Objective 9: Improvement of urban transport to meet the needs of the rapidly growing urban population.

23. Objective 10: Establishment and strengthening of international liaisons in the field of transport and communications.

2. Strategy

24. In drawing up the programme for the [illegible] period should be taken of the macro-economic environment in which the programme lies. This environment defines the constraints within which the programme will be implemented. Thus, for the success of the programme, the following general strategy is proposed.

25. Focus. The programme should focus on the key problem areas which require regional/subregional co-operation for their solution.

26. Flexibility: A reasonable flexibility should be built into the programme to allow correction and re-orientation as needed during its implementation. It is proposed that a review of the programme be carried out every two or three years in addition to a mid-term in-depth evaluation in 1995.

27. Promotion of the programme: An effective and promotion of the programme and activities is necessary mode in order to publicize the Decade.

28. Survey of transport and communications in Africa: A general survey on transport and communications in Africa should be conducted in order to update information on the level of development. Similar surveys will then be conducted at the mid-point and end of the programme as a basis for evaluating the progress achieved during the Decade.

29. Monitoring mechanism: The Economic Commission for Africa, as lead agency for the programme, should set up a mechanism for monitoring the implementation of the programme. In this regard, the sub-regional offices could also play an important role by providing ECA with information regarding projects, national plans and funding secured for implementing national projects.

30. Multisectoral approach: The programme will be designed to respond to some specific demands from other sectors such as agriculture, mines, population, industry, trade, etc.

31. Responsibility for projects: National governments will have the responsibility to identify, formulate, appraise, finance and implement national, sub-regional and regional projects with regard to the multinational impact of joint co-investment and investment nature. International organizations may also initiate projects and programmes in their field of competence in collaboration with the member States, sub-regional and regional organizations and ECA. In addition, sub-regional and regional organizations shall have the main responsibilities in respect of selected sub-regional investment projects, more and more pre-investment sub-regional projects should be assigned to sub-regional and intergovernmental specialized organizations for implementation. ECA shall be responsible for co-ordinating all projects and programmes in order to ensure consistency with the objectives of the Decade and avoid duplication of effort.

32. Collection of information: This objective may be achieved by requiring that project submissions include statistics on the development of the sector in the country as well as information on related projects. Additionally, the NCC should be required to provide regular information on projects and statistics on development indicators.

33. The lead agency, with the guidance of the ESC, will review and harmonize the strategies and programmes to ensure that they are in line with the objectives of the Decade and the selection criteria.

34. In addition to the above general considerations, the aspects of the strategy concerning criteria for project selection, co-ordination of the programme at national level, mobilization of resources and the organization of working groups to prepare the programme are further described in the following sections.

(a) Criteria for selection of projects

35. It is understood that there will be two types of projects: capital projects and non-capital projects, the latter comprising projects addressing policy reform measures, institutional strengthening and development capabilities, research, training and human resources development, development of transport data and

detailed engineering studies. In designing and preparing Decade projects, particular attention will be given to:

(a) Promotion of national socio-economic development and impact of projects on subregional or regional integration;

(b) Development of local expertise and the increase of national capacity by using, as much as possible, the available local human and other resources;

(c) Promotion, as far as possible, of the integration of women and youth in development;

(d) Development of appropriate technology and transfer and adaptation of foreign technologies.

26. Specifically, all projects to be included in the programme of the Decade must meet the following criteria:

(a) They must contribute towards one or several objectives of UNTACDA II;

(b) They must be included in the national development plans or programmes;

(c) Capital projects must demonstrate social, economic and technical feasibility and/or other demonstrable benefits;

(d) Projects must conform to environmental policies and programmes;

(e) The existence of appropriate and adequate institutional capability to carry out the project must be demonstrated;

(f) Both recurrent costs and the local component of capital costs must be clearly established and their financing adequately provided for;

(g) In addition to the criteria listed above, which apply to both national and regional projects, the following criteria should also apply to regional and subregional projects:

(i) the project must be included in the work programme of an IGO, a United Nations specialized agency or any other similar body and must demonstrate that the countries have been involved in its formulation and have expressed their commitment to its implementation; and

(ii) the project must involve more than one country and promote subregional or regional co-operation and integration.

(b) National co-ordinating committee

27. In accordance with the general strategy set out, a national co-ordinating committee will be set up in each country to be the focal point for co-ordinating subregional and regional programmes with the national programme. It should comprise:

(a) Representatives of government departments, particularly ministries responsible for economic planning, transport, telecommunications, postal services, broadcasting and environment;

(b) Operators of transport and communications infrastructures and related services;

(c) Participants in the transport and communications industries (transporters, freight carriers, manufacturers and other suppliers of services); and

(d) Various groups and users.

38. Those groups will be made up of people with long experience in the sector and who deal, in their activities, with problems relating to transport and communications.

39. Each country will designate a national co-ordinator who will be responsible for directing the activities of the NCC. The NCC will be the focal point for co-ordinating all activities related to transport and communications matters. It is expected that the NCC will carry out the work in close collaboration with the UNDP Office, which will be able to participate actively in the activities of the committee.

40. During the preparation period it should:

(a) Assist the country in the preparation of papers which outline the country sectoral strategies and objectives and integrate them with those aspects of the Decade's objectives which are relevant to their implementation, emerging national transport and communications policies and sectoral development plans, on the basis of guidelines given by the international workshop;

(b) Ensure that the competent authorities of the country accord the right priority to programmes and projects which contribute the attainment of the Decade objectives; and

(c) Provide the lead agency and sub-regional organizations with information on the national transport and communications sectors.

41. During the implementation phase, the NCC should:

(a) Assist the government in the establishment of sectoral priority programmes and targets, particularly those relating to the attainment of the Decade objectives;

(b) Assist the government and the NDC to search for local financing for the priority projects and programmes of the Decade;

(c) Co-ordinate the execution of the national programmes and projects, in relation with the sub-regional organizations; and

(d) Provide ECA, through UNDP, with progress reports necessary for the follow-up and implementation of the Decade programme.

42. The NCC should also on a permanent basis:

(a) Formulate appropriate recommendations on the policy, planning and co-ordination of the transport and communication sectors, for the purpose of harmonizing government action in those sectors to contribute more effectively to the economic development of the country and to the economic integration of Africa;

(b) Collect and disseminate, after adequate processing, information on the transport and communications sectors; and

(c) Promote the search for the development of technology and technical innovation and enhance the role of professional associations in the transport and communications sectors and related activities.

43. In order to ensure that the national activities are conducted at an approximately equivalent level of expertise and also at about the same time, it is desirable that close consultations be carried out within each country. The NCC will be considered part of the co-ordination mechanism for the implementation of UNTACDA II and, therefore, will be provided with guidelines, technical support and other relevant information.

44. It is also suggested that each country should initially focus on a limited number of objectives. The achievement of early results in the fields related to these objectives will provide the stepping stones for subsequent broadening of the scope of activities during the remaining period of the Decade.

(c) Mobilization of resources

45. The Resource Mobilization Committee is, above all, charged with the effective marketing of the Decade programme. To this end, it will strive to establish methods for effective mobilization of resources for the programme.

46. During the preparatory period, 1989-1990, it will aim, among other things, at:

(a) Advising the lead agency and the IACC on the guidelines for the preparation of the programme of each agency or group of agencies, on the follow-up of the preparatory activities and on the co-ordination and harmonization of their programmes;

(b) Searching for financial and technical resources for assisting agencies with the preparation of their Decade programme; and

(c) Sensitizing member States of the need to give the highest priority to projects geared to achieving the key objectives of the Decade and to include the projects in their national priority programmes.

47. During the Decade period, the work of the Resource Mobilization Committee will be to:

(a) Recommend to the IACC the projects which should be accorded higher priority in view of the prevailing macro-economic environment in Africa and the resulting financial constraints as well as the development needs of the sector;

(b) Actively promote the programme and priority projects within and outside Africa by, inter alia, disseminating information on the Decade projects among the various financing institutions;

(c) Mobilize financing for national projects by organizing donor conferences and by motivating and raising awareness of major financial institutions and agencies of the need to finance these projects through workshops, seminars and round-tables;

(d) Continue to sensitize member States to accord priority to the Decade programme and projects geared to achieving development of rural areas and also to assist member States in the preparation of national projects which aim at achieving the above-mentioned general and overall objectives of the Decade;

(e) Search for financing for the implementation of regional projects (involving two or more member States) which have demonstrated economic viability;

(f) Search for financing for the implementation of the priority projects and activities of the various agencies and subregional economic and regional specialized organizations with the aim of achieving the Decade objectives;

(g) Undertake regular reviews of resource mobilization efforts and to submit its reports and recommendations to the Conference of Ministers through the IACC; and

(h) Prepare annual reports on the impact of the financial and macro-economic conditions on the development of the transport and communication sector in Africa and submit such reports to the IACC for consideration and distribution to member States.

(d) Working groups

48. Two types of working groups will be established: four subregional and seven subsectoral working groups whose tasks will be to assess the existing situations, identify bottle-necks impeding the realization of the Decade objectives, recommend strategies (policy options, institution building, studies, investments), identify the newest possible quantifiable goals and time phases as well as propose measurable indicators and prepare the programmes.

1. Subregional working groups

Eastern and Southern: ECA, OAU, PTA, SADCC/SATCC, CEPGL, KBO, IGADD, Indian Ocean Commission, Northern Corridor Authority

Central Africa: ECA, OAU, ECCAS, CEPGL, UDEAC, Lake Chad Basin Commission, CILSS, ABN/ONMAE.

West Africa: ECA, OAU, ECOWAS, MRU, CEAO, OMVS, OMVG, CILSS, ABN/ONMAE, Lake Chad Basin Commission, Liptako-Gourma Authority, UMAT.

North Africa: Study of the economic community organization covering all the countries for this subregion. ECA, OAU and the newly created Maghreb Arab Union will prepare the programme in consultation with the other non-Maghreb countries.

2. Subsectoral working groups

(i) Roads: ECA, World Bank, OAU, ADB, trans-African highway authorities, ILO, UNDP, UNCTAD.

(ii) Railways: ECA, World Bank, UAR, OAU, ADB, ILO, UNDP, UNCTAD.

(iii) Air transport: ECA, AFCAC, AFRAA, ICAO, OAU, UNDP, ADB, ASECNA, UNCTAD.

(iv) Maritime, inland water and multimodal transport: ECA, UNCTAD, IMO, MINCONMAR, ISCOS, OAU, UNDP, Port Management Associations, ILO, AMTA, ADB, World Bank.

(v) Telecommunications and broadcasting: ECA, ITU, PATU, OAU, ADB, UNDP, UNESCO, URTNA.

(vi) Postal services: ECA, UPU, PAPU, OAU, UNDP.

(vii) Urban transport: ECA, OAU, World Bank, Africa Section of International Bus Owners Association, IAR, UNDP

49. ECA will convene the first meeting of each working group at which the working group will elect its leader who will have the responsibility for directing its work. ECA, in consultation with the leader of the working group, will then convene subsequent meetings of the working group.

50. The subregional working groups shall be free to seek technical support of any specialized agency. Similarly, the subsectoral working groups shall be free to invite international subsectoral non-governmental organizations to participate in their meetings, such as the International Air Transport Association (IATA), the International Road Federation (IRF), the International Association of Lighthouse Authorities (IALA), the International Association of Ports and Harbours (IAPH), the International Railway Union (IRU), etc.

IV. TIME-TABLE FOR THE PREPARATION OF THE PROGRAMME

51. In approving the objectives, strategies and guidelines, the Ministers of Transport, Communications and Planning set the following time-table for the preparation and launching of the programme:

Date	Activities
December 1989	Lead agency distributes guidelines for working groups and criteria for project selection together with a time-table for preparatory activities to all agencies and governments.
January-February 1990	First meeting of the working groups to draw up their work programmes and distribute work among their members.
March-April 1990	RMC assists working groups to identify their technical assistance needs and proceeds to seek such assistance.
July-August 1990	Subregional working groups meet in their respective subregions to prepare their strategies.
October-November 1990	Subregional meeting of member States, subregional and sectoral working groups to combine the various strategies into a single strategy for each subregion.
December 1990	Eighth meeting of the Conference of Ministers to review progress in the preparation of the programme.
January 1991	Regional meeting comprising subregional organizations, specialized agencies and sectoral intergovernmental organizations to consolidate the strategies and programmes for the preparation of the programme.

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March–April 1991	Meetings of the IACC and the Conference of Ministers to approve the programme of the first phase of the Decade.
April 1991	ECA Conference of Ministers to approve UNTACDA II.
July 1991	ECOSOC to review and forward the UNTACDA II programme to the General Assembly.
September 1991	General Assembly of the United Nations to launch UNTACDA II.

5. CONCLUSION

52. In approving the preparatory activities for the Decade, the Ministers re-emphasized the need to closely involve the member States in all phases of the programme and also to promote the use of African experts. In this regard, the working groups will prepare their strategies and programmes in close collaboration with the member States.

53. The Ministers also adopted eight resolutions which will form part of the guidelines for the preparation of the programme. These are on the programme of the second Decade, the feasibility study on the Regional African Satellite Communication System (RASCOM), implementation of the Yamoussoukro Declaration on a new African air transport policy, transport corridors in Africa, trans-African highways and road safety, maritime transport and air travel security.